

City of Berkeley

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August 18, 1998

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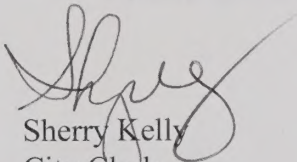
UNIVERSITY OF CALIFORNIA

Dear Ms. Dean:

Per your request for a copy of the Telegraph Avenue Plan, I am sending you a copy of the Telegraph Community Health and Safety Team Pilot Project Proposal which is the only plan so far available for the Telegraph area.

If you have any further questions, please call Ellen Davis, Associate Management Analyst, at 644-6992 ext. 212.

Sincerely,


Sherry Kelly
City Clerk

Bella - Son card

Encl.

TELEGRAPH COMMUNITY HEALTH AND SAFETY TEAM
PILOT PROJECT PROPOSAL

Prepared for the Berkeley City Council Telegraph Subcommittee

by the

TELEGRAPH AREA ASSOCIATION AND THE HEALTH AND SAFETY
OVERSIGHT COMMITTEE

JUNE, 1998

problems involving UC student drinking and drug use nor out-of-town weekend warriors who come to Telegraph to hang, party and score drugs.

Lack of adequate toilets, showers, lockers, counseling, jobs and life skills training adds to this problem for both the homeless and the community. These conditions have brought to the Avenue a new set of health and safety issues for all subgroups. Of the estimated 1,600 yearly services provided by the City's Mobile Crisis Team, 20% to 25% come from the Telegraph Area. In addition, transient populations are susceptible to health problems involving tuberculosis, infestations, pre-natal care, sexually transmitted diseases, HIV/AIDS, and dangerous drug usage, such as heroin and crack cocaine.

Telegraph homeless problems are further challenged by runaway youth and disenfranchised young adults who come to hang out on Telegraph from throughout the country. Approximately 45-50 youths, often traveling in small groups with animals in tow, reside on sidewalks in the business district and encampments in the residential sections of Telegraph and the LeConte neighborhood. A recent survey profile on this growing population revealed that the majority of these youth are not juveniles; that a high percentage appear to have come from abusive homes and have trauma, substance abuse and mental health issues. Considered to be service resistant by many providers, some of these youth and young adults exhibit problematic and volatile behavior toward the police, merchants and pedestrians. Aggressive panhandling, lodging and blocking sidewalks, littering and trashing storefronts and engaging in illegal activities are examples of anti-social behavior which impact the ability to conduct business and walk in the area.

Businesses in the commercial district, including licensed street vendors, have been hard hit by these existing conditions. Since 1991, revenues in the business district have decreased 15% (inflation adjusted dollars). This has had serious impacts to the stability of area businesses and has resulted in some business closures and employee layoffs. Commercial market rents, which are based on location, foot traffic and type of business use, range from \$1 dollar to over \$6 per square foot. Corner locations, which are usually considered to be the most desirable for business visibility, are among the hardest hit by lack of City policies to control nuisance situations. Telegraph businesses who pay

close to \$1 million dollars in sales tax revenue to the City, often resort to having store employees double as outside maintenance and security to keep the entrances to their stores unobstructed. Broken windows, graffiti, vandalism and bathroom trashing significantly adds to the cost of doing business in the Telegraph area. To top this, the recent rash of broken and stolen parking meters, coupled with the lack of an effective public parking system has further strained the climate for business renewal.

According to the recently released Berkeley Homeless Continuum of Care Plan, social problems will most likely increase unless a coherent and coordinated planning approach and policy framework is implemented at all levels of City and regional government. The Continuum of Care Plan seeks active collaboration between providers and neighborhoods and encourages community-based strategies to reduce these problems. Among recommendations highlighted in the Plan are those which expand mobile outreach and intervention to affected individuals and link at-risk people with needed resources to service their multiple needs.

"Toto, I've got a feeling we're not in Kansas anymore."

-- Dorothy

COMMUNITY HEALTH AND SERVICE PROJECT NARRATIVE

I. PURPOSE OF PROPOSED PROJECT:

The **GOAL** of the nine month Community Health and Safety Pilot Project is to improve health and safety conditions in the Telegraph neighborhood for the benefit of all who live, work, and visit the area. The **PURPOSE** of the project is to bring together community stakeholders, social service providers and the City of Berkeley to decrease the magnitude of social problems and frequency of Part II Crimes which negatively impact the quality of community and economic life in the neighborhood.

Note: This proposal should not be viewed as a panacea for all conditions which exist in the Telegraph area. Rather, it should be seen as one strategy in an overall approach to solve the unique problems of the neighborhood.

II. DESCRIPTION OF PROJECT SERVICE OPERATIONS AND TRAINING

Project service providers will partnership with the City, UC, TAA, merchants, vendors and residents (including students) to provide immediate intervention, business assistance and linkage services to at-risk populations, businesses, and pedestrians affected by misdeameant anti-social behavior.

Two highly trained community service teams staffed by four full-time service providers (two to a team) and stationed in the immediate Telegraph core area will provide contract services to targeted populations and businesses in the commercial district along Telegraph Avenue and residents on adjacent side streets. An office space in the Telegraph Area Association headquarters on Haste Street may be available for project use. The majority of staff working hours will be spent out on the streets providing direct services to the community. Team members will carry cell phones and will be recognized by an identification tag or clothing motif.

To provide optimal coverage to the targeted area, the two person teams will operate on staggered schedules 5 to 7 days a week (including weekends) between the hours of 9 a.m. to 11 p.m. Specific hours of operation will be determined by the contract provider, in coordination with the City and the community, to maximize linkage with second response providers and peak periods of high coverage need. For example, Team One could be scheduled for service between 9 am to 5 pm when most provider links are available and Team Two between 3 pm to 11 pm. when most escort calls for service are requested. There will be a crossover period most days between the two teams, which will be reserved for briefings, paperwork and weekly meetings with supervisors and monthly meetings with the Health and Safety Oversight Committee.

The teams will be directly supervised by a highly qualified part-time supervisor hired by the service contract provider/s. Project personnel will adhere to the goals, objectives and guidelines set forth in a City-Telegraph Community contract. An evaluation component will be designed before services commence.

Project Services

The scope of services to be delivered by the Community Health and Safety Team will be conducted at three levels of operation. Level One Services are routinely provided on a daily basis and are geared toward prevention by disseminating accurate information and developing community networks. Level Two Services move beyond prevention and center on intervention methods to resolve a conflict or impending crisis. Level Three Services while initiated by the team, are beyond the purview of the team and are promptly referred to appropriate providers for emergency response and assessment.

Level One Services

- Informal daily contact with businesses to exchange information and alerts on situations involving crisis-oriented behavior, stay away orders, business disruption or circumstances which impact business flow.

- Daily updates with service providers (including City's MCT and Police and UC Police) to receive briefings on i.e., status of community referrals, health and safety alerts, stay away orders, nuisance situations.
- Informal daily contact with at-risk populations who regularly frequent the area to provide outreach and referral; monitor health care, status of mental health , and basic survival needs.
- Informal daily contact with pedestrians (residents, students, tourists and visitors) to provide friendly information regarding directions to area businesses, UC facilities, and public facilities i.e. toilets, parking, bicycle racks, and transportation centers.

Level Two Services

- Crisis intervention and crisis counseling services to at-risk individuals exhibiting inappropriate behavior to stabilize the situation and decrease the potential for escalation.
- Problem-solving, mediation, referral, conflict resolution services to residents, merchants and vendors whose businesses or lives are potentially disrupted by anti-social behavior and nuisance situations.
- Outreach to individuals in need of immediate information and referral linkages relating to food, shelter, medical, detox, transport, counseling, employment and other community services.
- Escort services to residents, workers and visitors who are disabled, intimidated or fearful of walking alone in the Telegraph core at night.

Level Three Services

- Emergency response request assistance to the City's Mobile Crisis Team for immediate mental health assessment for acute crisis situations.

- Emergency response request assistance to the Berkeley and/or University Police for individuals who pose a danger to themselves, others, or are observed breaking the law.
- Report incidents of vandalism, property damage, code and environmental health violations to public authorities as appropriate.
- Immediate referral to appropriate City, County, School District or Youth Collaborative provider for intervention assistance regarding acute situations involving children and runaway youth.

Project Training

The Community Health and Safety Teams will be highly trained individuals with prior community service or street experience. Strong critical thinking, listening skills, interpersonal skills and familiarity with Telegraph and Berkeley will be crucial to job performance. Teams will be supervised by a qualified professional with a Master's Degree in Social Welfare, or who has extensive equivalent experience in the community service field.

The non-profit organization selected to lead contract services should have a proven track record in goal achievement and must be able to demonstrate how prior collaborations with neighborhoods have resulted in mutual success and good will for both the community and at-risk populations served. An appreciation, understanding and willingness to represent fairly the legitimate needs of the diverse neighborhood is essential to the success of the project.

A comprehensive training component will be developed to increase the skills and capability of the team members to fulfill the purpose of the pilot project. The training, which will be designed by the contracted provider, should be addressed before the teams are allowed to provide street services operations beyond Level One Services. Recommended trainings and presentations include the following:

Level One Services

City Services/Social Services
Telegraph History/Demographics
Business Services/Resources
City Ordinances/Laws

Community Referrals
UC Southside Campus System
Visitor/Tourist Assistance
Community Standards

Level Two Services

Dealing With Difficult People
Crisis Intervention Skills
Homeless Youth/Young Adults
Needle Exchange
Communicable Diseases
Basic Health/Hygiene

Mediation/Conflict Skills
Crisis Counseling
Substance Abuse
Alcohol/Detox
HIV/AIDS
Employment/Housing

Level Three Services

First Aid
Reporting Suspicious Activity
Referring Acute Needs

CPR
Reporting Emergencies
Unemancipated Minors

The service provider/s awarded the contract for the pilot project will submit a training schedule and will list providers committed to providing initial training. Training sessions should include instruction by the Berkeley/UC Police Departments, City Mental Health Department, Youth Collaborative, Berkeley Guides and the Telegraph Area Association among other presenters.

IV. EVALUATION COMPONENT:

The Community Health and Safety Team Project is proposed as a 9 month pilot project with services commencing by October, 1998 and operational until the end of June, 1999. The timeline for the first three months before operations begin should include: (July) release request for proposal to non-profit providers, contract evaluation services let; (August) award contract to

non-profit, design evaluation instrument; and (September) train teams, administer pre-test.

After the contract is awarded by the City, with advisory input from TAA's Health and Safety Oversight Committee, the contract provider will begin management of the project. The Institute for Regional and Urban Development on the University of California campus will develop and administer measurement indicators both before and after services are operable. Daily logs and contact sheets will be maintained by the provider for this purpose. Once the project commences, the City and the oversight committee will participate in monitoring the on-going performance of the project, including coordination with collaborating partners and feedback from businesses, residents and consumer of services.

Nine months is a short period of time to measure the long range effectiveness of the project given the magnitude of the problems and the budget constraints. However, the concept to create community teams specializing in crisis intervention, health services and/or public safety programs is not unique to Berkeley. Many programs have met with success in improving the quality of neighborhood life. There are specific quantitative and qualitative indicators which can be used to measure the *probability* of increased success over the limited time period. The evaluation design should include some of the following measurement tools and develop quantify desired impacts:

Evaluation Tools

- Daily logs and contact sheets
- Number of referrals versus at-risk populations who gained access to safety nets, transitional and re-entry services
- Number of crisis situations resolved without police or CT intervention
- Number of mediations and conflicts resolved at business locations
- Outcomes of suspicious illegal activities reported to police departments
- Frequency of requests for escort services
- Amount of informational materials and visitor assistance contacts provided to shoppers, tourist and visitors

- Surveys to businesses/residents to measure nuisance improvements
- Focus groups with at-risk populations to measure access to services
- Cost effectiveness of service operations

Evaluation Impacts

- Increased perception of safety and friendliness among pedestrians and shoppers frequenting the area
- Reduction of Part II crimes involving disorderly conduct, public drunkenness, and drug violations
- Reduction of complaints to City regarding disturbances, problematic behavior, and nuisance situations
- Increased access by homeless to long term delivery services, i.e. housing, health care, employment training

IV. PROJECT BUDGET

The project budget is \$175,000 (9 months operation and 1 month total start up). Depending on the type of application submitted, in-house City and agency resources, and the financial policies of the provider/s involved, the budget categories and costs could vary from the proposed budget. The recommended line items within the budget should be considered as guidelines rather than fixed costs .

Budget Narrative

The project will be administered from the contract provider's headquarters. Grant management will be handled by the provider's administrative staff. Costs will include bookkeeping, recordkeeping and fund disbursements. The cost for advertising positions is kept as a separate item and could be lowered if qualified in-house staff are placed in the positions.

The part-time salaried project supervisor will be housed by the provider as an in-kind contribution. The supervisor will also share a work station in the core service area with team staff. A MSW degree is preferred, but a related graduate degree or extensive field experience may be substituted.

There are two team salary steps: Step One positions are designated for experienced team leaders (one for each team) and carry responsibility for team decisions on street. Step Two positions (one for each team) are less experienced and follow direction of Team Leaders. Costs for relief team have been added to the budget and are reserved for sick days, vacations, and emergencies.

Benefits and payroll are figured at 25% and include health, dental care, vacation, social security and other mandated benefits.

TAA is a possible location for dedicated office space for direct service operations. The space rental fee includes utilities, desk, maintenance and use of the telephone.

Equipment costs include cell phones or pagers, flashlights, backpacks, First Aid kits. Costs could vary depending on type of communication system used.

Supplies costs for paper products and items such as folders, clipboards are minimal, but depending on the type of motif used to identify team members, i.e. logo, baseball caps, shirts, or tags, these costs could vary.

Training for team members will include manuals, instructional materials, workshops and modest honorariums for service providers who serve as instructors.

The evaluation is recommended to be contracted to the Institute For Urban and Regional Development (IURD). IURD conducts research, evaluation, planning and development projects with faculty, advanced students and UC specialists in designing projects. The cost of the evaluation component will vary depending on the scope of the evaluation desired.

Line Item Project Budget

<u>Category</u>	<u>Budget</u>
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Personnel Costs

Project Supervisor (.5 fte @ \$1667 mo per 10 month)	\$ 16,666
Step 1 Team Staff (2 fte @ \$2583 mo per 9.5 month)	49,077
Step 2 Team Staff (2 fte @ \$2333 mo per 9.5 month)	44,327
Relief Team (2 @ \$13.50 per hour, 30 days)	4,680
Benefits/Payroll (25%)	<u>28,687</u>
Sub Total	\$143,750

Operational Costs

Team Rental Space (office, utilities, maintenance @ \$3500, adm. support use @ \$1500)	\$ 6,000
Equipment (4 cell phones, \$1080, 4 flashlights \$60, 2 First Aid kits, \$60, 4 backpacks \$120)	1,320
Supplies (paper products, consumables, clipboards, motifs)	1,000
Training (materials, workshops, fees)	1,500
Recruitment	<u>800</u>
Sub Total	\$ 10,620

Other Costs

Agency Administrative Fee	15,437
IURD Evaluation Component	5,000

TOTAL \$174,807

PROJECT BACKGROUND AND OVERSIGHT COMMITTEE

PROJECT BACKGROUND:

This project proposal is a collaboration by the Telegraph Area Association and representative neighborhood stakeholders to address solutions to community problems highlighted in the Problem Statement. The project is an outgrowth of TAA's Public Safety Committee outreach efforts to the business and residential community over the past two years. Over 400 individuals participated in committee meetings, community business/residential meetings and public hearings geared toward improving the quality of life in the neighborhood.

At the beginning of 1998, the Public Safety Committee revisited the feasibility of developing a Berkeley Guides Program in the Telegraph Area. Through committee research, interviews, community meetings and feedback from the Berkeley Police Department and the Downtown Berkeley Guides, the Public Safety Committee concluded that while successful in the downtown area, the Berkeley Guides Program would not have the same impact in the Telegraph Area. Due to the unique characteristics of the neighborhood, the Public Safety Committee opted in favor of developing a program specifically geared to the multiple issues prevalent in the community.

This recommendation was supported by merchants and residents who came together at a March 16th community meeting to discuss and recommend to the City priorities for improving the Telegraph Area. "Designing a street intervention program to reduce and eliminate inappropriate behaviors" emerged as one of the top seven priorities adopted by the TAA Board. This recommendation was presented to and supported by the City Council's Telegraph Subcommittee at the April subcommittee meeting.

In late April, TAA's Public Safety Committee selected a Health and Safety Oversight Committee to develop a proposal which would best serve the interests of the neighborhood. The stakeholders on the 14 member



committee represented merchants, non-profits, students, consumers, vendors and residents. The oversight committee met over a period of five weeks in late April and May with representatives from the Berkeley Police Department and Berkeley Mental Health to develop pilot project. They incorporated applicable services from the Berkeley Guides Program, the City's Crisis Intervention Team, Homeless Outreach Team as well as creating services specific to existing conditions on Telegraph.

HEALTH AND SAFETY OVERSIGHT COMMITTEE;

The following individual committee provided direct experience, research, insights and recommendations in shaping the scope of this proposal:

- | | |
|--------------------------|--------------------------------------|
| 1. Patrick Romani, Chair | Co-owner, Blakes/TAA Board |
| 2. Robert Beck | Resident/Retired Juvenile Probation |
| 3. Mark Weinstein | Co-Owner, Amoeba Records |
| 4. Leslie Berkler | Manager, Half-Price Books |
| 5. Gianna Ranuzzi | Street Artist/TAA Staff |
| 6. Karoleen Feng | UC Student/IURD |
| 7. Deborah Yen | UC Student/IURD |
| 8. Patricia Flenaugh | Transitional Homeless |
| 9. Thomas Curtin | Area Coordinator, Berkeley Police |
| 10. Andrew Rateaver | Sergeant, Berkley Police Police |
| 11. David Wee | Coordinator, City Mobile Crisis Team |
| 12. Kim Smith | Minister, Trinity Methodist |
| 13. Michael Nelson | Merchant, Young's Backpack |
| 14. Kathy Berger | Executive Director, TAA |

The following individuals also made contributions to the work of the committee: Jenny Wong, Alyson McKellar, Harvey Tureck, Michel de Latour